



# REPORT OF THE COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION

Appointed to consider the question of the Training, Recruitment and conditions of Service of Teachers in Universities and other institutions of higher education not previously dealt with by the Board.

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PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI  
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, SIMLA  
1948

*Price : As. 8 or 9d.*

## PREFACE

The Board considered the Report of the Committee appointed to consider the question of the Training, Recruitment and Conditions of Service of Teachers in Universities and other institutions of higher education not previously dealt with by the Board. The report was adopted by the Board subject to a few minor modifications and it was decided that the report should be forwarded to the Provincial and State Governments and Universities for necessary action.



सत्यमेव जयते

**Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the Training Recruitment and Conditions of Service of Teachers in Universities and other Institutions of higher education not previously dealt with by the Board as amended and adopted by the Board at their annual meeting in January, 1945.**

At their tenth meeting held at Baroda in January 1944, the Central Advisory Board of Education appointed the following Committee to investigate the problem of the Training, Recruitment and Conditions of Service of Teachers in Universities or other Institutions of higher education not previously dealt with.

W. H. F. Armstrong, Esq., G.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., Vice-Chancellor, Delhi University.

A. S. Khan, Esq., M.Sc., I.E.S., Director of Public Instruction, Bihar.

Dr. Panna Lall, C.S.I., C.I.E., D.Litt., I.C.S., Adviser to H. E. the Governor of the United Provinces.

Gaganvihari L. Mehta, Esq., M.A., Ex-President, Federation of Indian Chambers of Commerce.

Mrs. Renuka Ray, B.Sc., Econ. (London), M.L.A.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the Government of India.

The Hon'ble Mr. Tamizuddin Khan, Minister for Education, Bengal.

Or

The Director of Public Instruction, Bengal.

S. C. Tripathi, Esq., M.A., I.E.S., Director of Public Instruction, Orissa.

The representatives\* of the Inter-University Board on the Board.

2. The Chairman of the Board subsequently appointed the following additional members.

1. Lt.-Col. S. L. Bhatia, M.C., I.M.S., Deputy Director General, Indian Medical Service.

2. Professor Amaranatha Jha, M.A., F.R.S.L., Vice-Chancellor, Allahabad University.

3. S. Lall, Esq., C.I.E., I.C.S., Joint Secretary to the Government of India, Department of Labour.

4. The Hon'ble Justice W. R. Puranik, B.A., LL.B., Vice-Chancellor, Nagpur University.

5. Professor Sir S. Radhakrishnan, LL.D., D.Litt., F.B.A., Vice-Chancellor, Benares Hindu University.

6. S. C. Sen, Esq., B.Sc., Eng. (Glas.), Vice-Principal, Delhi Polytechnic.

7. W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction, United Provinces.

\*Lt.-Col. Dr. J. C. Chatterjee, M.A., D.Litt., M.L.A., Vice-Chancellor, Agra University.

\*Khan Bahadur Dr. M. Hasan, M.A., D.Phil. (Oxon.), Bar-at-Law, Vice-Chancellor, University of Dacca.

\*Diwan Bahadur Dr. A. I. Mudaliar, B.A., M.D., F.R.C.O.G., F.A.C.S., Vice-Chancellor, University of Madras.

3. The Chairman of the Board appointed Sir Maurice Gwyer as Chairman of the Committee.

4. The Committee met in the Secretariat, Simla, on the 2nd, 3rd and 4th of October 1944. The following members were present :—

1. Sir Maurice Gwyer (*Chairman*).
2. W. H. F. Armstrong, Esq.
3. Lt.-Col. S. L. Bhatia.
4. Khan Bahadur Dr. M. Hasan.
5. S. Lall, Esq.
6. Dr. Panna Lall.
7. The Hon'ble Mr. Justice W. R. Puranik.
8. Professor Sir S. Radhakrishnan.
9. S. C. Sen, Esq.
10. W. G. P. Wall, Esq.

Dr. D. M. Sen, M.A., Ph.D. (London), Secretary, Central Advisory Board of Education was Secretary of the Committee.

The following members were unable to attend :—

1. Professor Amaranatha Jha.
2. Lt.-Col. Dr. J. C. Chatterjee.
3. A. S. Khan, Esq.
4. Gaganvihari L. Mehta, Esq.
5. Diwan Bahadur Dr. A. L. Mudaliar.
6. Mrs. Renuka Ray.
7. John Sargent, Esq.
8. The Hon'ble Mr. Tamizuddin Khan.
9. S. C. Tripathi, Esq.

5. The agenda which the Committee considered is set out in the annexure. The following additional papers were circulated to the members.

- (1) Memorandum by the Chairman.
- (2) Notes regarding Scales of Salaries of Teachers in University Departments, Arts & Science Colleges, Intermediate Colleges and Professional Colleges.
- (3) Suggestions from certain eminent educationists.

A statement showing full particulars regarding the minimum qualifications and scales of salaries of teachers in Universities and Institutions of University rank was laid on the table.

6. The Hon'ble Sardar Sir Jogendra Singh, Chairman of the Board, was present to welcome the members.

7. The Committee entered upon their deliberations with the firm conviction that the teacher is the central factor in every education system and every scheme for educational reform ; and in their view no system or scheme can be either effective or efficient unless it provides for a sufficient number of properly qualified teachers selected on grounds of merit alone, and unless those teachers are adequately remunerated, have a recognised status, adequate leisure as well as opportunities for research or for self improvement and security of tenure, and enjoy such other conditions of service as may preserve their independence and self respect. The Committee regretfully admit that the teaching profession is at the present time far from possessing all these things ; it does not enjoy universally the status which it ought to have ; and by reason of its undue subjection in many instances to bodies of laymen, often ignorant of educational

matters and regarding teachers as their servants or employees rather than their partners in the cause of education, it lacks the intellectual and academic freedom without which it cannot give of its best. In these circumstances it is not surprising that the profession does not always attract recruits of a proper quality. All educational reform must begin with the teachers and their conditions of service.

#### METHOD OF SELECTION OF TEACHERS.

8. The Committee have no doubt that the best method of selecting teachers is through a properly constituted Selection Committee ; and an honest and independent Selection Committee is in their view an absolute essential for the due appointment of good teachers. In the case of a University Selection Committee, a combination of high character and high academic qualifications ought to be a sufficient guarantee against influence or pressure from outside ; but even University Selection Committees have not always escaped criticism. The Committee are satisfied that a strong belief exists among teachers, whether well founded or not, that appointments are not always made upon merits, and that canvassing, even where forbidden in theory, is not always discouraged in practice. A University Selection Committee ought to be above suspicion, for this is a matter in which the honour of the academic world is engaged ; and the knowledge that a Selection Committee is impervious to influence of any kind would do as much as anything to raise academic standards.

9. The Committee are of opinion that a Selection Committee ought to consist of a small number of members only, say, between five and seven. The Vice-Chancellor of the University should be the Chairman and it might contain two persons appointed respectively by the Executive and Academic Councils of the University (or whatever name they may bear) with high academic qualifications or academic experience ; and it is for consideration whether these two members should not be persons from outside. The above would form the permanent element of the Committee, with perhaps one more person whose independence was beyond question, to be appointed by the Chancellor ; but it should be reinforced by one or two other members according to the nature of the appointment for which the selection is being made ; the Head of the University Department should be present when a teacher in that particular Department is being selected ; and when the appointment of a University Professor or Reader is under consideration, some distinguished authority in that particular branch of learning might be appointed to the Committee by the Chancellor, unless it already contains among its numbers some person who can be so described. Canvassing should be strictly prohibited and it should be made known that any person seeking to evade the prohibition will be disqualified forthwith. Where it persists in spite of due warning it may be necessary to publish the names of candidates who have been disqualified for this reason. The Committee had evidence before it that persons of eminence and position, who ought to know better, have been known to "recommend" candidates to Selection Committees ; and this practice should be wholly discountenanced. A Selection Committee should be able to form a judgment upon the testimonials submitted by the candidates themselves and from such personal knowledge as they have of their qualifications, at any rate in the case of candidates for higher positions in the educational world. A Selection Committee should recommend one name, and one name only, for a vacant post, and the appointing authority should have no right to reject their recommendation in favour of any other candidate. If the appointing authority are unable to accept the recommendation made by the Selection Committee, then the matter should be referred to the Chancellor of the University, whose decision should be final. There is no reason why a Selection Committee should not, if it desires to do so, recommend a second candidate for appointment, in the event of its first choice being

unable to take up the appointment ; but it should be made clear that these are successive, and not alternative, recommendations. It is perhaps scarcely necessary to say that there should be no obligation on the Selection Committee to make any recommendation at all, if in its opinion no properly qualified candidate has presented himself. Such a situation, however, ought not to be permitted to arise, save in the most exceptional cases, and the appointing authority ought to regard it as imperative upon them in the interests of the University and of the academic world generally to accept the recommendations of the Selection Committee without question ; because for greater mischiefs are likely to arise from a rejection of the recommendation of a Selection Committee than from an occasional error of judgment on the part of the Selection Committee itself.

10. The above suggestions indicate the kind of Selection Committee which the Committee have in mind ; but its composition can be varied to suit circumstances of particular institutions. The Committee, however, recommend that its main features should be adhered to, viz., that it should be small in number, that the members should always, where possible, be persons with high academic qualifications or academic experience and of high character ; that the lay element should be reduced to a minimum ; and that appointments by University bodies should be of persons from outside the University, where the circumstances may make it desirable.

11. Appointments for posts in technical colleges should be made by a Selection Committee constituted on the lines suggested above with the necessary variations. University representatives may often in such cases be not so well acquainted with the qualifications of candidates as members of the particular profession concerned. A University representative in the ordinary course will not have much difficulty in estimating the value of any candidate for appointment in the Arts Faculty of the University, with the assistance of expert advice from a colleague who is a historian, philosopher, mathematician, or as the case may be ; but he would probably not find it so easy to judge of the merits of candidates for medical or engineering appointments. It appears to the Committee therefore that a Selection Committee in such cases should contain more members with the necessary technical knowledge or experience ; and indeed with some appointments of a technical character it may well be that the choice should be left almost exclusively to such persons, though the Vice-Chancellor, or the person who holds the position corresponding to the Vice-Chancellor, in a University, as the case may be, should always be present.

12. In the case of Colleges affiliated to or forming part of the University it would seem that the problem must be approached from another angle. There are a large number of Colleges whose Governing Bodies consist wholly of laymen, often with little or no educational experience or academic qualifications ; and the practice of leaving the appointment of teachers in their hands is one which ought not to be tolerated in the case of a College receiving a Government grant.

13. The Committee are strongly of opinion that the Governing Body of every College receiving a grant ought to contain a representative element, e.g., not less than two persons appointed by the University, and that this should in all cases be a condition of the grant. The Committee of the Governing Body which selects teachers for appointment should always include one of these members. Next, there ought to be some machinery whereby the University itself can review all appointments which are made, whether by "recognizing" the teachers so appointed, as is the case at certain Universities, or by some other suitable method. It is essential that the University should be able to prevent improper appointments ; and there is evidence that only too often in

the case of lay Governing Bodies academic considerations have been of secondary importance. The Committee are aware that in many cases Governing Bodies already include representative members, not necessarily appointed by the University ; but they think it worth consideration whether even in such cases a University representative should not also be included. The Committee were also informed that the representation of the teaching staff on Governing Bodies has in the case of more than one University at least effected a material improvement in the status of the teachers ; and they are of opinion that this is an example which might well be followed.

14. The Committee note that appointments to the teaching staff of Colleges directly under the management of Government are made by Provincial or Federal Public Service Commissions, and they hope that the Public Service Commission will be willing that a representative of the University having special knowledge of the subject in which the appointment has to be made should be associated with the Commission.

15. Where a College or University receive a benefaction for the purpose of establishing a Professorship, or Lectureship, as the case may be, the donor will often desire, reasonably enough, to reserve the right to nominate a member of the Selection Committee. There can be no objection to the acceptance of a gift on such terms, but the attempt which is sometimes made by donors to reserve a similar right to their children or even later descendants is to be deprecated.

#### QUALIFICATIONS OF TEACHERS.

16. The Committee doubt whether the prescribing of minimum qualifications for teachers in any University post is of any value, unless a really high minimum is fixed. This in their opinion ought not to be less than the possession of a first class M.A. degree of an Indian University, or a foreign degree equivalent to it, each foreign degree being considered on its merits. But to forbid without exception the engagement of any teacher who did not possess a first class M.A. degree would be unnecessarily rigid ; the rule would be made sufficiently elastic if it required that no teacher should " ordinarily " be appointed unless he possessed that qualification. No one, however, with less than a second class M.A. degree should be regarded as qualified in any circumstances. The Committee admit that exceptional persons are to be found who would make admirable teachers, though they may not possess the qualifications proposed ; but since there will never be any lack of persons who do possess the qualifications, they are of opinion that much more harm than good would be done by opening the door any wider than they have suggested above.

17. The preceding paragraph is to be taken as applying to Lecturers teaching degree classes, either in the University itself or in affiliated Colleges. In the case of teachers who are taking post-graduate classes it would be desirable that they should have had in addition some teaching experience ; but the Committee do not think that can be rigidly insisted upon, and Selection Committees should be left to deal with each case upon the merits.

18. In Teachers Training Departments the Committee are of opinion that Lecturers must have at least a second class Master's degree and have undergone a Teachers' Training course. It is not uncommon at the present time to find teachers in Training Colleges who are themselves untrained ; and it must be insisted that untrained teachers should never be employed in training institutions.

19. In Colleges or Departments of Engineering and Technology, Lecturers in theoretical subjects such as Mathematics, Physics, Chemistry, etc., should ordinarily possess a first class M.A. degree. Lecturers in all applied sciences

should have a first class engineering degree or its equivalent, together with a reasonable amount of practical experience in industry.

20. In Medical Schools, Lecturers in the pre-clinical subjects, of physiology and Bio-Chemistry may be pure scientists without necessarily possessing a medical degree at all, but they should ordinarily possess, like other Lecturers, a first class M.Sc. degree or its equivalent. Medical graduates teaching pre-clinical subjects should possess at least a B.Sc. degree and Lecturers in clinical subjects, such as medicine, surgery, etc., should have at least a first or second class M.B.B.S. The Committee look forward, however, to a time in the future when these latter qualifications can be raised, though they do not feel that the present time they can go beyond the recommendations which they have made. The representative of Bengal on the Committee did not feel able to concur in the sentiment expressed in the last sentence of the paragraph.

21. Lecturers in Agriculture should possess the qualifications laid down in the Report of the Committee on Agriculture Education.

22. Only first class graduates in Law should be appointed as Lecturers in a Law Faculty or College; and it is preferable that such Lecturers should at least possess an LL.M. degree.

23. The preceding paragraphs of this section of the report relate to Lecturers only, in which expression is included all categories of teachers below the rank of Reader, whether they are described as Junior Lecturers, Assistant Lecturers or Senior Lecturers. The case of University Professors and Readers and of the Principals of Colleges stands, however, on a different footing. The Committee recall in this connection that in 1941 the Central Advisory Board recommended that uniform designations for the teaching staff of Universities and of constituent or affiliated Colleges of the University should be adopted. According to this recommendation, the terms "Professor" and "Reader" would apply only to certain classes of teachers in Universities; and the Committee regard it as very important that these titles should be conferred by the University alone and carry with them a University status, as distinguished from a College status. At the present time the titles are sometimes used to designate teachers in affiliated or constituent Colleges of Universities, and Universities would no doubt be unwilling to deprive each and every teacher of such a designation, no matter how long he might have enjoyed it. But so far as the future is concerned, the Committee are of opinion that the University should have a Recognition Committee which would confer the title of Reader (or even, in rare cases, Professor) on such college teachers who organise and conduct teaching of Honours or post-graduate standard, but only if in the opinion of the Recognition Committee they possess the qualifications which a Reader (or Professor) ought to have. All other Lecturers in affiliated or constituent colleges would be called Lecturer, Tutor or Demonstrator, with the prefix Junior, Senior or Assistant, as the case may be; and on no account should the designation of "Reader", or still less of "Professor", be claimed as of right for the Heads of Departments in any Colleges.

24. Professors and Readers in University Departments and Readers in constituent Colleges should be men of more than average ability and should ordinarily have had from five to ten years' teaching experience. Research and original work should be regarded as additional qualifications; but it does not appear to the Committee that it would be possible, or indeed desirable, to define the qualifications in any more precise terms. Those who are candidates for the post of Professor or Reader will necessarily be men who have already attained a recognised position in the academic world and their qualifications



should therefore be well known or at least becoming well known ; and the Committee do not believe it possible to define the type of man required more exactly than by saying that they should be men fitted to perform those duties which the academic world recognizes as attaching to the office of University Professor or University Reader.

25. Principals of degree colleges and post-graduate colleges require something more than academic distinction ; they require also to be men of administrative capacity. In the larger Colleges it may well be that his administrative duties will occupy the whole time of a Principal, though that is a matter on which no general rule can be laid down ; but in smaller Colleges it is probable that a Principal will always have to take substantial share in the teaching work of his College. In Engineering, Medical and Agricultural Colleges, experience has proved the utility of Principals able to devote the whole of their time to their administrative duties. In these circumstances the Committee do not think it possible to define with any great degree of precision the qualifications of the Principal of a College but it is plain, that he must possess academic qualifications of a high order, which will enable him to take his proper place in the hierarchy of the University ; and he must also be a man of high character and personality, possessed of those qualities which are generally recognized as essential in an administrator.

#### TEACHER'S REMUNERATION.

26. An adequate supply of properly qualified recruits for the teaching profession can only be obtained by offering reasonable salaries and reasonable conditions of service ; and if these are assured the Committee are persuaded that there will never be a lack of good teachers. In considering the question of minimum salary scales for University teachers, they have had before them a comprehensive list of salary scales prevalent in different parts of India, many of which are in their opinion quite indefensible and the disparity which exists at present cannot possibly be justified. The Committee are of opinion that the prescribing of minimum salary scales is essential, if high academic standards are to be maintained ; and after giving the best consideration they can to the matter they recommend the following minimum scales for different grades of teachers :—

##### (a) UNIVERSITY DEPARTMENTS.

Professors**	Readers	Lecturers	Junior Lecturers
1,000 to 1,250	500—25—800	300—20—500	210—15—300

##### (b) AFFILIATED AND CONSTITUENT COLLEGES.

Principal*	Readers	Lecturers	Junior Lecturers
800 to 1,000**	500—25—800	300—20—500	

(i) In Technical and Engineering Colleges and in subjects which require a certain amount of professional experience.

210—15—300.

(ii) Other Junior Lecturers ;

150—15—300.

The Committee wish to make it clear that where a College teacher is given or is allowed to retain the title of Professor this should not automatically entitle

\*It appears to the Committee that Universities may find it desirable, if not necessary, to classify affiliated Colleges into two groups. The scales suggested above would be appropriate for Colleges in the Class I Group (or whatever designation may be thought suitable). For Class II Colleges a salary scale of Rs. 500—25—800 is recommended ; and if it should be thought that there should be a still further class, Rs. 450—600 would seem to be appropriate. The latter scale, however, should be confined to Colleges with not more than, say, 150 to 200 students.

\*\*These figures do not refer to "scales" of pay, but only to a minimum pay of some amount between the two figures.

him for the salary prescribed in the case of a University Professor. It is suggested that in such cases the rate of remuneration should be settled by consultation between the University and College authorities.

The Committee recommend that no distinction should be drawn between teachers on account of their sex, the scales recommended above being applied both to men and women.

27. In Medical, Engineering, Technological and other professional Colleges, Principals and Professors might be given a salary of not less than Rs. 2,000 a month and Readers upto Rs. 1,200 according to their qualifications. It is perhaps regrettable that such distinctions should have to be made, but the Committee recognise that in these cases salaries must bear some relation to the earnings of the professions outside. The Committee desire to observe, however, that the pay of between Rs. 1,000 and Rs. 1,250 which they have recommended for other University Professors is a minimum only, and they would gladly see it raised to, say, some amount between Rs. 1,200 and Rs. 1,500, where a University is in a position to pay that amount.

#### GENERAL CONDITIONS OF SERVICE.

28. The Committee attach to this report a suggested model form of teachers' agreement, which follows closely the form of agreement at present in use in an Indian University. It appears to them that a teacher who had the benefit of a form of agreement on these lines would enjoy all the advantages which in their opinion a teacher ought to have and they recommend it to the consideration of Universities and Colleges. In the next succeeding paragraphs the Committee draw attention to certain points which are covered by the terms of the agreement.

29. First and foremost the Committee would put security of tenure, and some very sad cases have been brought to their notice in which College teachers, especially teachers in Colleges with a lay Governing Body, have suffered much injustice because their tenure of office was not secured. The provisions in the model agreement appear to the Committee to provide the teacher with ample safeguards without doing any injustice to the University or College in which he serves.

30. The Committee agree that a probationary period for those who are entering the profession is not unreasonable, though they think that periods of probation at the present time are often unduly extended, and in their view twelve months should be ample for the purpose of determining whether a man is likely to be a successful teacher or not. The period of probation, however, should be fixed at the time of the teacher's engagement and it should not be permissible to extend it thereafter. But the Committee do not consider that the appointment of a Professor, Reader or Principal on probation can ever be justified. The qualifications of a person who has achieved sufficient eminence in the academic world to merit consideration for a post of this kind ought to be, and in fact are, so well known that the period of probation is either unnecessary or humiliating. In the case of a Principal especially the period of probation, so long as it continues, deprives him of the greater part of the authority which he should be exercising; and it is offensive to every idea of academic dignity that bodies of laymen, as is sometimes the case, should be able to insist on a period of probation when appointing distinguished academic figures to posts of this kind.

31. Except where teachers are entitled to a pension on retirement there should be a Provident Fund for teachers in all recognized Colleges, the minimum contribution by the institution being 6-1/4 per cent. No investment of Provident Fund money should be permitted otherwise than in trustee securities. The accounts of the Fund should be audited by a qualified auditor every

year and every subscriber should be entitled to receive a copy of the audited accounts together with a certificate of the balance standing to his own credit. The Provident Funds whose rules follow those prescribed by Government enjoy certain special privileges of their own.

32. The model form of agreement sets out certain provisions with regard to sick leave which appear just and reasonable to the Committee. There seems to be difference of views on this matter, and it by no means follows that rules applicable to Government servants are equally applicable to the teaching service, where teachers enjoys regular vacations every year. A majority of the Committee were of opinion that the model agreement should not provide for privilege leave over and above the period of vacations, and that to include provisions for privilege leave would err on the generous side ; others thought that, since leave in any circumstances cannot be claimed as of right, provisions with regard to privilege leave might be included since it might be assumed that those provisions would be administered fairly and equitably and in such a way as to enable no teacher to take unreasonable or unseasonable leave during term time for purposes more appropriate to vacations. In the circumstances the Committee have thought it right to enclose the provisions in the model agreement with regard to privilege leave within brackets leaving it to Colleges and Universities to determine whether to include them or not.

33. Provision should be made for suitable maternity leave in the case of married women teacher.

34. The Committee agree that Universities and Colleges ought to be willing to give their teachers facilities for study leave, but it appears to them doubtful whether leave of this kind could be made a contractual obligation on the part of the University or College. It would, however, be desirable in their view that an attempt should be made to give a teacher study leave of the least one year in seven years' service or six months for every 3-1/2 years' service. Opportunities and facilities for study should always be afforded throughout a teacher's service.

35. The Committee recommend that the age of retirement for all teachers should be not less than fifty-five nor more than sixty, save in the case of Professors, where the age should be sixty\*. It should however be possible on the recommendation of the Vice-Chancellor, where the age of retirement is fixed at fifty-five for an extension to be granted of not more than one year at a time up to the age of sixty, if the interests of the University or College so require. It should be laid down that canvassing by or on the behalf of a teacher for an extension would disqualify him from receiving an extension.

36. It will be observed that there is a provision in the model form of agreement requiring the teacher to devote his whole time to the service of the University or College and not without the permission of the appropriate authority to engage directly or indirectly in any trade of business or any work likely to interfere with the proper discharge of his duties. Teachers in professional Colleges may, however, be permitted to carry on private practice if the previous sanction of the Principal and the Governing Body has been obtained ; but the Committee are of opinion that this should not be encouraged and that as the supply of teachers in professional Colleges increases, permission should be more and more rarely accorded. They are of opinion that Law is more effectively taught by full-time teachers, though it is sometimes of value to include in a course lectures by practising Advocates of standing. In medical Colleges, Heads of Departments of clinical subjects (medicine, surgery, midwifery, gynaecology, ophthalmology, etc.) should be required to devote their whole time to teaching and should not be allowed private practice outside the

Dr. M. Hasan of Dacca University was of opinion that the age of retirement of Professors should be the same as that of all other teachers

hospital ; in each of these departments, there should be also some wholetime assistants ; in cases of emergency, where teacher of these subjects have in fact attended patients outside the hospital, any fee received by them should be paid to the hospital funds. The Committee, however, do not wish anything that they have said in this paragraph to be taken as applying to surgeons and physicians attached to hospitals in an honorary capacity, who are often among the leading members of their profession and who put their services freely at the disposal both of the hospital patients and of the medical students who are being trained in the hospital. In Technical and Engineering Colleges teachers may be permitted to have a consultative practice on conditions prescribed by the employing authorities.

37. As regards hours of work, the Committee are of opinion that in an ideal University any regulation of these should be unnecessary, but evidence has been put before them which shows clearly that in certain circumstances teachers require some protection against the inordinate demands of Governing Bodies and accordingly they recommend, where necessary, a maximum of 18 hours teaching work for Colleges, that is to say, work which brings the teacher into direct contact with his pupils, whether lectures or tutorial hours. The Committee would deprecate the prescribing of maximum hours for Professors and Readers since this is a matter which should be left to be regulated by the good sense of all concerned ; but if a maximum has to be prescribed, it should be less than in the case of College teachers, in order that the Professor or Reader may be afforded facilities for his own work, whether research or otherwise. The Committee have been surprised to hear that in some Universities it is a minimum rather than a maximum which is prescribed ; but they would not have a very high opinion of any teacher for whom it was necessary to prescribe that he should do a certain quantity of work every week ; and it is of course plain that a dishonest teacher, if such exist, could evade such a rule with very little difficulty. A University or a College ought not to need rules and regulations of a kind which would find a more proper place in the world of industry or commerce ; and teachers ought to be able to trust their University or College to treat them well, just as the University or College in its turn ought to be able to trust its teachers.

38. The attention of the Committee was directed to the question of promotion, and the age-long dispute between promotion by merit or by seniority was mooted. The Committee do not feel able to lay down any general rule ; but, broadly speaking, they are of opinion that a Junior Lecturer in Universities and Colleges should ordinarily be considered as eligible for promotion to the Senior Lecturer grade if he establishes his claim by merit and by successful teaching service.\* Promotion to posts of Professor, Reader or Principal should, however, be governed exclusively by merit and seniority alone, even with a long teaching experience, should not be able to establish a claim to them.

39. Another question raised before the Committee related to the transfer of teachers from one University or College to another and whether in such circumstances the teacher should be entitled as of right to count his previous service in determining his salary or pension in the new service. Here again it seems to the Committee difficult to lay down any general rule, since one is not always dealing with comparable circumstances. Previous salary ought certainly to be taken into account ; and in ordinary practice

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\*Some members of the Committee would prefer a single scale for Lecturers, e.g., Rs. 210—15—300—E.B.—20—500, which would get rid of the Junior Lecturers grade altogether.

the teacher transferring from one institution to another ought not to be offered a salary less than the salary he was receiving in his previous post. All matters of this kind, however, will be much more satisfactorily adjusted by mutual arrangements between the Colleges and the Universities concerned.

40. The Committee have considered whether it was desirable to lay down any general rules as to the size of classes. It is certainly the case that teachers are sometimes required to lecture to classes far beyond the capacity of the average man to influence or even control; and to that extent the question of the size of classes is involved in the teachers' conditions of service. Here again no general rule seems feasible; but the Committee offer the following suggestions which those of their number with considerable practical experience in such matters are of opinion would be reasonable. Lecture classes in theatre lecture-rooms should not exceed 150 students at a time; lecture classes in ordinary class rooms should never be for more than 75 students at a time. For practical work in laboratories there should be one supervisor or tutor for every 20 students. For clinical work in Medical Colleges and practical work in Technical and Engineering Colleges or Departments no teacher should have more than 12 students at a time. So far as lecture classes are concerned the Committee are of opinion that it may be no less important to lay down the square space required for each student, since then the classes will limit themselves. The report of the School Buildings Committee of the Central Advisory Board of Education recommends that there should be 12 sq. ft. in the class room for every school pupil and a minimum mean height of 12 ft. where the roofs are not flat. The cubic space for College students in any class room should, if anything, be more than this and certainly in no case should it be less.

41. The Committee are strongly of opinion that there ought to be some fixed ratio between the number of students in, e.g., a College and the number of teachers in the service of that College. A ratio of 20 : 1 appears to them not unreasonable as a general rule; but for post-graduate and honours classes the ratio should be 12 : 1 or even 10 : 1 for the former and perhaps 15 : 1 for the latter. No less important is the establishment of a ratio between Lectureships and Assistant Lectureships, and the Committee are of opinion that a ratio of 2 : 3 is reasonable.

#### NOTE ON INTERMEDIATE COLLEGES.

42. The Committee anticipate that in course of time intermediate classes will be absorbed partly by the three year degree courses in the Universities and partly by the schools and for this reason they have not taken into special consideration teachers employed in intermediate Colleges but so long as Colleges of the intermediate standard exist, they think it right to recommend minimum qualifications, for Lecturers at such Colleges and also appropriate salary scales. Lecturers in Intermediate Colleges should in the opinion of the Committee at least have a second class M.A. degree and should be paid Rs. 150—15—255. Principals of intermediate Colleges should be chosen not less for their administrative ability and for their academic attainments, and should be paid not less than Rs. 250—25—500.

#### THE FINANCIAL IMPLICATIONS OF THE COMMITTEE'S RECOMMENDATIONS.

43. The Committee realises that the recommendations which are made in this report, if adopted by Universities and Colleges, must inevitably mean a substantial increase in expenditure. They realise also that Universities and Colleges must look mainly to an increase in the Government grants which they at present receive in order to meet this expenditure. They earnestly hope that all the Governments concerned will give their earnest attention to

this vital question, since they have no doubt whatsoever that the money thus spent would bear fruit a hundredfold ; and indeed that expenditure of this order cannot be avoided if development of Universities in India is to proceed satisfactorily, so as to enable them to cope with the requirements of the time. The basis of Government grants varies with almost every University throughout India ; but the greater part of the expenditure upon education generally is upon teachers' salaries. This has been recognised by the Central Government in the case of one University, where the grant given to the constituent Colleges of the University is 50 per cent. of the sum expended on teachers' salaries, plus 20 per cent. on other approved expenditure, the teachers' salaries being on a prescribed scale. It seems to the Committee that this is an example which might well be adopted elsewhere, and they recommend it to the favourable consideration of the Governments.

44. The Committee have also observed the recommendations in the recent report of the Central Advisory Board on post-war development suggesting that the increases in the expenditure upon University education hereafter might be shared in whole or in part between the Centre and the Provinces ; and, if such a thing ever came about the 50 per cent. grant towards teachers' salaries might form a convenient basis for the calculation of a contribution from Central Government funds. The Committee realise, however, that these matters are not strictly within their terms of reference, though they believe that they will not be unduly criticised for touching upon them.

45. Lastly, the Committee desire to emphasize that nothing in their recommendations can be construed as an interference with the autonomy of any University ; and indeed the presence of a number of Vice-Chancellors as members of the Committee will be a guarantee of this. The Committee have done no more than suggest that the conditions of service if all teachers in Universities and comparable institutions should reach a certain minimum standard and should in no circumstances be allowed to fall below it ; and that there must be a minimum below which no University or College receiving Government assistance ought to be allowed to fall is, it is confidently submitted, a self-evident proposition. If the suggestions they have made with respect to the Governing Bodies of Colleges should be regarded as an interference, they can only reply that stipulations of the kind suggested are long overdue and should rather be regarded in the light of a much needed and inevitable reform. They cannot doubt that in a substantial number of Universities these or analogous conditions of service already exist, and that they are only absent elsewhere because of financial difficulties.

46. If, as the Committee hope, their proposals are endorsed by the Central Advisory Board, they believe that this report may convince Governments throughout India of the justice of the teachers' claims ; and they earnestly hope that in future it will be made a condition of every Government grant to a University or affiliated College that the conditions of service of the teachers do not fall below the standards which the Committee have thought right to recommend. If this can be done, an immense step forward will have been taken. The teachers' profession will have achieved the status which in the opinion of the Committee it ought to possess and will never in future lack a supply of properly qualified recruits, while the effect upon the educational progress of India will be almost incalculable. For these reasons the Committee very earnestly commend their proposals to all concerned and express the earnest hope that considerations of finance will not be permitted to stand in the way of their fulfilment.

## ANNEXURE I.

## FORM OF TEACHERS' AGREEMENT.

An Agreement made the.....day of ....19.. between.....(hereinafter called the teacher) of the first part and the University or.....[or the Governing Body of the.....College] of the second part.

1. The University [or the Governing Body] hereby [or, as from the.... day of.....] appoints the teacher as a member of the staff of the.... University [or College] upon the terms and conditions hereinafter set out :

Provided that the teacher shall be on probation for a period of twelve months, and shall be confirmed in his appointment on the expiration of that period, unless not less than one month before the expiration thereof the University [or Governing Body] inform him in writing of their intention not to confirm him. (This proviso shall be omitted in the case of Principals, Professors and Readers).

2. The University [or Governing Body] shall pay to the teacher during the continuance of his engagement a salary at the rate of Rs.....p.m., rising by annual increments of Rs. .... to a maximum of Rs.....p.m., and no increment shall be withheld without the consent of the University.

3 The teacher shall during the continuance of his engagement be entitled to the benefit of the Provident Fund maintained by the University [or Governing Body] for the teaching staff in accordance with the rules prescribed by the Government.

4. The teacher shall devote his whole time to the service of the University [or College], and shall not without the permission of the appropriate authority engage directly or indirectly in any trade or business whatsoever or in any private tuition or other work which may interfere with the proper discharge of his duties ; but this prohibition shall not apply to work undertaken with the permission of the Vice-Chancellor [or Principal] in connection with the examinations of a University, Board, or Public Service Commission.

5. The University [or Governing Body] shall be entitled summarily to determine the engagement of the teacher on any of the following grounds, that is to say :

Wilful neglect of duty ;

Misconduct or insubordination ;

Physical or mental unfitness ;

but save as aforesaid, shall not be entitled to determine the engagement of the teacher except only for incompetence or for good cause and after giving three months' notice in writing or payment of three months' salary in lieu of notice :

Provided that incompetence shall not be a ground for dismissal in the case of any teacher who has served for five years after being confirmed in his appointment.

## ALTERNATIVE FORM TO PARA. 5.

The University [or Governing Body] shall be entitled summarily to determine the engagement of the teacher for misconduct, but subject as aforesaid shall only be entitled to determine the engagement after giving three months' notice in writing or payment of three months' salary in lieu of notice, and for good cause.

6 The University [or Governing Body] shall not determine the engagement of the teacher whether summarily or otherwise without informing him in writing of the grounds on which they intend to take action and giving him a reasonable opportunity of stating his case in writing, and before coming to a final decision, shall duly consider the teacher's statement and if he so desires give him a personal hearing.

7. The teacher may at any time terminate his engagement by giving the appropriate authority three months' notice in writing.

8. (1) Any dispute arising in connection with the termination of the services of the teacher, except when on probation, by the University [or the Governing Body] shall be referred to the arbitration of an Appeal Committee of three independent persons appointed by the Chancellor, who shall have power to inquire into all the facts of the case and to interpret the terms of this agreement, and their decisions shall be final and binding on both parties.

(2) The Indian Arbitration Act, 1940, shall apply to an arbitration under this clause.

9. On the termination of this agreement, from whatever cause, the teacher shall deliver up to the University [or the Governing Body] all books, apparatus, records and such other articles belonging to the College or to the University as may be in his possession.

10. The teacher shall be entitled to leave on full pay in accordance with the following provisions, save during any period after he has given or received notice of the determination of his engagement :—

(a) Casual Leave.—In case of any emergency arising from sickness in his family or other domestic reasons, for a period not exceeding 14 days in any one academic year of which not more than 10 days may be taken at a time.

\*[(b) Privilege leave.—Fifteen days in any academic year on full pay or one month on half pay.]

(c) Sickness leave.—In case of sickness preventing the teacher from performing his duties, for a period not exceeding one month for every completed 12 months' service, (vacations included, but not exceeding three months consecutively at a time or 18 months in all during the whole period of the teacher's engagement : provided that where a teacher is absent for more than five days on account of alleged sickness, the vice-Chancellor [or the Principal] may require him to furnish a medical certificate that he is prevented by illness from attending, and if the certificate is not furnished, the teacher shall not be entitled to sickness leave on full pay during that period of absence.

\*[.] Vide last sentence of para. 30 of report.

[Note :—Neither casual (nor privilege) leave can be claimed as of right.]

## ANNEXURE II.

### AGENDA.

#### A. Training :

1. To consider the minimum educational qualifications of teachers appointed to Colleges, teaching upto :—

- (a) Degree Classes.
- (b) Post-graduate Classes.
- (c) Teachers Training Colleges.



(d) Technical Colleges.

(e) Agricultural and other professional ~~Colleges~~

2. To consider the content of additional qualifications—~~research~~ or practical training or both—to be prescribed for teachers engaged in the higher stages of education.

3. To consider the desirability of providing facilities for research or further studies for teachers in service.

4. To consider whether it is desirable that teachers of technical, commercial and professional subjects should have a period of practical experience in Industry, Commerce, etc.

B. Recruitment and Selection :

5. To consider what steps should be taken to ensure an adequate supply of recruits to the teaching profession in each of the categories mentioned above having due regard to the minimum qualifications and to the ascertainable intake in any given area.

6. To consider suitable methods for appointment and selection of professors, readers, lecturers, etc., in the higher stages of education.

7. To consider the question of exchange of professors, etc., between (a) Indian and foreign Universities and (b) among colleges and universities in India.

8. To consider whether it is desirable and practicable to set up a cadre of specialist teachers in certain subjects and utilise their services for specified periods in different institutions by rotation.

C. Conditions of Service :

9. To consider whether it is both desirable and practicable to prescribe minimum national scales of salary for teachers, men and women, in all categories.

10. To consider the minimum scales of salary for principals in different types of colleges and heads of departments in universities and larger institutions.

11. To consider the question of pension or provident fund for teachers in all recognised institutions.

12. To consider the desirability of granting study leave to teachers at reasonable intervals.

13. To consider whether in the interest of efficient instruction teachers should be permitted private practice in their professions, Engineering, Medicine, Law, etc.

14. To consider whether teachers transferred from one university or area, to another should be entitled, to count their previous recognised service in determining their salaries and pension in the new sphere of their service.

15. To consider the question of probationary period and security of tenure of teachers in all recognised institutions.

16. To consider such matters as size of classes, hours of work, sick leave, age of retirement, etc.

17. To consider any other matters relevant to the terms of reference.